DOCUMENT RESUME

ED 042 469 LI 002 088

TITLE	International Standardization of Library Statistics. Preliminary Report.
INSTITUTION	United Nations Educational, Scientific, and Cultural Organization, Paris (France).
REPORT NO	COM-MD-6
PUB DATE	10 Jul 69
NOTE	20p.
EDRS PRICE	EDRS Price MF-$0.25 HC-$1.10
DESCRIPTORS	Foreign Countries, *International Programs, *Libraries, *Standards, *Statistics
IDENTIFIERS	*UNESCO

ABSTRACT

The General Conference, at its fifteenth session, deemed it desirable that an international instrument be drawn up for the standardization of statistics relating to libraries in the form of a recommendation to Member States. In accordance with the "Rules of Procedure concerning Recommendations to Member States and International Conventions..." the Director-General drew up the present report on the position with regard to the problem to be regulated by the recommendation and on the possible scope of that instrument. A preliminary draft recommendation is annexed. For the final report and a revised draft recommendation prepared on the basis of comments submitted by the Member States, see LI 002 089 (COM/MD/14). (Author/NH)

ED042469

Distribution: general

COM/MD/6
PARIS, 10 July 1969
Translated from the French

UNITED NATIONS EDUCATIONAL,
SCIENTIFIC AND CULTURAL ORGANIZATION

INTERNATIONAL STANDARDIZATION OF LIBRARY STATISTICS

Preliminary report submitted in accordance with Article 10.1 of the Rules of Procedure concerning Recommendations to Member States and International Conventions covered by the terms of Article IV, paragraph 4, of the Constitution.

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

LI 002088

SEP 17 1970

SUMMARY

In resolution 4.512 adopted at its fifteenth session, the General Conference deemed it desirable that an international instrument be drawn up for the standardization of statistics relating to libraries, in the form of a recommendation to Member States.

In accordance with Article 10, paragraph 1, of the "Rules of Procedure concerning Recommendations to Member States and International Conventions covered by the terms of Article IV, paragraph 4, of the Constitution", the Director-General has drawn up the present report on the position with regard to the problem to be regulated by the recommendation, and on the possible scope of that instrument. A preliminary draft recommendation is annexed thereto.

The report and the preliminary draft recommendation are submitted to Member States for their comments and observations. A final report and a revised draft recommendation will be prepared on the basis of those comments and observations and submitted to a special committee of governmental experts which is to meet in April 1970. The draft recommendation approved by the committee will then be submitted to the General Conference for adoption at its sixteenth session.

CONTENTS

INTRODUCTION 3

I. Legal nature of a recommendation and obligations implied by its adoption by the General Conference 4

II. Background 5

III. Purpose and possible scope of the recommendation concerning the international standardization of library statistics 8

ANNEX: Preliminary draft recommendation concerning the international standardization of library statistics 15

INTRODUCTION

1. The question of the desirability of drawing up international regulations concerning the standardization of library statistics was included in the provisional agenda of the fifteenth session of the General Conference in pursuance of a decision of the Executive Board, as prescribed in Article 3 (b) of the Rules of Procedure concerning Recommendations to Member States and International Conventions. That decision, taken by the Executive Board at its 78th session (May-June 1968), was as follows:

"The Executive Board,

1. Bearing in mind Articles 2 and 3 of the Rules of Procedure concerning Recommendations to Member States and International Conventions covered by the terms of Article IV, paragraph 4, of the Constitution,

2. Having noted with satisfaction the report and preliminary study contained in document 78 EX/8,

3. Decides to include the following item in the provisional agenda of the fifteenth session of the General Conference: 'Desirability of drawing up international regulations concerning the standardization of library statistics';

4. Requests the Director-General to transmit to the General Conference the summary of the Executive Board's discussion on this question".

(78 EX/Decisions, 4.5.2)

2. According to Article 6 of the above-mentioned Rules of Procedure, it is for the General Conference to decide whether the question dealt with in the proposal should be regulated at the international level and, if so, to determine to what extent the question can be regulated and whether the method adopted should be an international convention or, alternatively, a recommendation to Member States.

Following consideration of the Director-General's preliminary study on the international standardization of library statistics, the General Conference, at its fifteenth session (October-November 1968), adopted the following resolution:

"The General Conference,

Having regard to the provisions of the Rules of Procedure concerning Recommendations to Member States and International Conventions covered by the terms of Article IV, paragraph 4, of the Constitution,

Having considered the preliminary study by the Director-General concerning the international standardization of statistics relating to libraries (document 15 C/16),

1. Deems it desirable that an international instrument be drawn up for the standardization of statistics relating to libraries;

2. Decides that the international instrument shall take the form of a recommendation to Member States within the meaning of Article IV, paragraph 4, of the Constitution;

3. Authorizes the Director-General to convene the special committee provided for in Article 10, paragraph 4, of the aforesaid Rules of Procedure to prepare a draft recommendation on the subject for submission to the General Conference at its sixteenth session".

(Resolution 4.512)

3. By virtue of this resolution and in conformity with the provisions of Article 10 (1) of the Rules of Procedure concerning Recommendations to Member States and International Conventions, the Director-General has drawn up the present preliminary report on the situation to be dealt with by an international instrument, as well as the possible scope of that instrument. This report is based to a large extent on the preliminary study submitted to the General Conference during its fifteenth session.(1) Member States are invited to submit their comments and observations on this report and on the preliminary draft recommendation annexed thereto.

(1) International Standardization of Library Statistics: Advisability of International Regulations (15 C/16).

4. In accordance with Article 10 (2) of the above-mentioned Rules of Procedure, the Director-General's preliminary report must reach Member States at least fourteen months before the opening of the next session of the General Conference, which is to assemble on 12 October 1970, and the comments and observations of Member States must reach the Director-General at least ten months before the opening of that session, i.e. by 12 December 1969, at the latest.

5. On the basis of the comments and observations received within the prescribed time-limit, the Director-General will prepare a final report containing a revised draft text of the recommendation which he will communicate to Member States before 12 March 1970 and which will be submitted to a special committee of experts and jurists designated by the Member States, which is to meet before 12 June 1970. Not less than seventy days before the opening date of the sixteenth session of the General Conference, the special committee will submit to Member States a draft recommendation approved by it, with a view to its subsequent examination by the General Conference.

I. LEGAL NATURE OF A RECOMMENDATION AND OBLIGATIONS IMPLIED BY ITS ADOPTION BY THE GENERAL CONFERENCE

6. In resolution 4.512 mentioned above, the General Conference deemed it "desirable that an international instrument be drawn up for the standardization of statistics relating to libraries" and decided "that the international instrument shall take the form of a recommendation to Member States".

The Rules of Procedure concerning Recommendations to Member States and Internation Conventions covered by the terms of Article IV, paragraph 4, of the Constitution, adopted by the General Conference at its fifth session and amended at its seventh session, state that a recommendation is an instrument in which "the General Conference formulates principles and norms for the international regulation of any particular question and invites Member States to take whatever legislative or other steps may be required - in conformity with the constitutional practice of each State and the nature of the question under consideration - to apply the principles and norms aforesaid within their respective territories". Each State is thus entirely free to implement the instrument in the manner most appropriate to its particular situation. Nevertheless, the adoption by the General Conference of a recommendation lays the following obligations on Member States:

(1) Under Article IV, paragraph 4, of the Constitution, each Member State must submit the recommendation to its competent authorities within a period of one year from the close of the session of the General Conference at which it was adopted.

(2) According to Article VIII of the Constitution, each Member State must report to the Organization on, inter alia, "the action taken upon the recommendations and conventions referred to in Article IV, paragraph 4".

The General Conference amplified this last provision in Article 16 of the Rules of Procedure concerning Recommendations to Member States and International Conventions. The Article stipulates that "in addition to the general annual reports, Member States shall submit to the General Conference special reports on the action they have taken to give effect to conventions or recommendations adopted by the General Conference", and further states that "initial reports relating to any convention or recommendation adopted shall be transmitted not less than two months prior to the opening of the first ordinary session of the General Conference following that at which such recommendation or convention was adopted. The General Conference may further request Member States to submit, by prescribed dates, additional reports giving such further information as may be necessary".

The Rules of Procedure also state that "the General Conference shall consider the special reports submitted by Member States in connexion with the convention or recommendation in question", and "shall embody its comments on the action taken by Member States in pursuance of a convention or recommendation in one or more general reports, which the Conference shall prepare at such times as it may deem appropriate". These reports shall be "transmitted to Member States, to the United Nations, to National Commissions, and to any other authorities specified by the General Conference".

7. The purpose of the obligation laid down in Article IV, paragraph 4, of the Constitution, whereby Member States must submit the recommendation to their competent authorities, is to ensure the effective application of the recommendation. Furthermore, the reports it receives enable the General Conference to ascertain how far the recommendation has been put into effect, the method

of application employed, the difficulties to which its implementation have given rise, the results secured, etc. From the information thus received, the General Conference can draw helpful conclusions on the line to be followed in its future activities in a given field.

II. BACKGROUND

8. The need for the international standardization of library statistics has been unanimously recognized since the remote period when national statistics in this field were still extremely rare, irregular or incomplete. It was in 1926 that this problem was publicly raised for the first time, at a meeting of the joint commission convened by the International Statistical Institute and the International Institute of Intellectual Co-operation for the purpose of examining a programme of "intellectual statistics". This commission, under the chairmanship of Mr. Lucien March (France), drew up the first programme designed to encourage international comparisons in education and cultural statistics.(1) Its report was adopted on 4 January 1928 by the General Assembly of the International Statistical Institute, together with a resolution inviting the various countries to prepare statistical tables for the period 1926-1930, in accordance with the proposed models.

This first attempt to standardize library statistics was, however, unsuccessful.

9. A few year later, librarians became alive to the disadvantages resulting from the variety of methods used for the preparation of national library statistics; the International Federation of Library Associations (IFLA) then set up a sub-committee for library statistics. Between 1931 and 1933, this sub-committee prepared an international programme on the subject. Until 1939 the project was much discussed, particularly at the annual meetings if IFLA,(2) but it was never carried into effect owing to the fact that librarians from the different countries represented in the Association could find no basis for agreement.

10. As soon as its statistical service was set up in 1950, Unesco included the question of library statistics in its programme, with a view to (1) assembling national data and publishing them regularly in the form of continuous series in international publications, and (2) preparing a draft instrument for the standardization of these statistics so that they might be comparable at the international level.

11. Generally speaking, the problem of international comparability affects all sectors of statistics. The first information obtained by Unesco in 1950 in regard to libraries revealed that there was no uniformity between the statistics of the different countries in respect of the content of the information supplied, the classification of libraries, the definitions used and the methods of reporting.

12. The General Conference of Unesco, at its sixth session in 1951, adopted a resolution authorizing the Director-General "to study... such standards and criteria as may be proposed to Member States to improve the international comparability of their statistics in the fields of education, science and culture". (Resolution 8.23.) Similar resolutions were adopted at all the subsequent sessions. At its last (fifteenth) session, the General Conference adopted resolution 4.511 authorizing "the Director-General:... (c) to undertake studies for the improvement of statistical methods in Unesco's fields of competence and, in particular, to promote the improvement of the international comparability of statistics relating to these fields".

13. As a result of the first international survey of library statistics, undertaken by Unesco in 1950, international statistics were published, for the first time, in 1952.(3)

14. After the 1950 survey, a second questionnaire was circulated by the Organization, requesting Member States to conform as far as possible to the standards recently established by Unesco. Since 1955, Unesco has assembled library statistics regularly every two years by means of questionnaires addressed to Member States. These surveys make it possible not only to secure information

---

(1) Report in the name of the joint Intellectual Statistics Commission, by Lucien March (President), Cairo 1928.

(2) International Federation of Library Associations, Proceedings of the International Library Committee, 4th, 5th, 6th, 7th, 9th, 10th, 11th and 12th sessions.

(3) Basic Facts and Figures, 1952 (Unesco). A Preliminary Statistical Study on Libraries (UNESCO/ST/R/10, 22 September 1952).

on the methods of assembling data and on the definitions and classifications used in the various countries, but also to obtain comments and suggestions in regard to the definitions and classifications proposed by Unesco. The questionnaires have gradually been improved over the years, in order to meet the real possibilities and needs of most of the countries concerned more effectively.

15. Library statistics are published annually by Unesco. Between 1952 and 1961, they appeared in "Basic Facts and Figures", and, since 1963, they have been published in the "Unesco Statistical Yearbook". In addition, various Unesco documents, to which statistical tables are attached, deal with the problems relating to the international standardization of library statistics.

16. Unesco set out the conclusions drawn from its 1950 survey in a methodological study entitled "Availability and Comparability of Library Statistics" (UNESCO/ST/R/13, 8 June 1953), namely that there was an "almost total lack of uniformity" in national library statistics, "in the definitions of units of measurement and methods of reporting". In the same study, the Organization presented for the first time a library statistics programme, together with definitions and classifications, and suggested that "continued co-operation on the part of national and international library bodies could lead to eventual improvement in the availability and comparability of library statistics..." Unesco would co-operate by continuing "to gather such data as are published by national authorities and to prepare progress reports on the availability and comparability of national library statistics"; for its part, the International Federation of Library Associations would continue "to assist Unesco in developing concepts and definitions relating to library statistics, and to stimulate the collection and publication of such statistics in the various countries"; lastly, national authorities would try to arrange for the "... survey or census of libraries..." and "... the publication... of statistics on libraries" and "consultation with the International Federation of Library Associations and Unesco on the adoption of minimum uniform concepts and definitions relating to library statistics, with a view to the improvement of their international comparability".

17. This study was presented to the IFLA Council at its nineteenth annual session (Vienna, 1953). On that occasion, IFLA adopted a resolution stating that "in order to present a clear view of, and to co-ordinate, the international activities in the field of library services, it is necessary that comparable statistics relating to the library services of each country and capable of presentation on a uniform basis be systematically collected...". This study, amended by the IFLA Council was submitted to IFLA's member associations and to National Commissions for Unesco for their comments. Fourteen countries sent comments: Austria, Denmark, Ecuador, France, Federal Republic of Germany, India, Japan, Netherlands, Norway, Sweden, Switzerland, Republic of South Africa, United Kingdom and United States of America. In the light of these comments, Unesco prepared a further report on the "Standardization of Statistics concerning Libraries and Book Production" (28 July 1954), which was used as a basis for discussion by the IFLA Council at its twentieth session (Zagreb 1954).

The following year, Unesco prepared another report - "International Statistics on Libraries and Book Production" (19 August 1955), which took account of the international situation in this field and of the comments made by the IFLA Council in 1954. This report was examined by the IFLA Council at its twenty-first session (Brussels 1955).

Two chapters of the report "International Statistics on Libraries and Book Production" (UNESCO/ST/R/15, 14 March 1956) deal with libraries; one concerns the international standardization of library statistics, and the other gives numerical statistics on libraries in 66 countries and territories, derived exclusively from replies to Unesco's questionnaire distributed in 1955.

18. The last report in this series, "Statistics on Libraries" (UNESCO/ST/S/3, March 1959), is the most comprehensive. It consists of two parts, the first of which gives statistics for 117 countries and territories, while the other contains international comparative tables, preceded by a short explanatory note. Reference is made to the "quantitative and qualitative gaps" to be found in national statistics, and it notes that "the definition and classification of libraries vary considerably from one country to another..." At the same time, it is stressed that "fully satisfying results cannot be expected quickly in so vast and diverse a field, though real progress has been made in the past eight years", and that "this progress becomes more appreciable every year in respect of the number of countries and territories supplying information in reply to Unesco's statistical questionnaires and in the application of recommendations relating to the standardization of library statistics".

19. After the 1939-1945 World War, the question of international library statistics was, moreover, frequently included in the programme of the IFLA Council's Statistics Committee particularly at the Council's sessions in 1947 (Oslo), 1948 (London), 1950 (London), 1951 (Rome), 1952 (Copenhagen), 1953 (Vienna), 1954 (Zagreb), 1955 (Brussels), 1961 (Edinburgh), 1963 (Sofia), 1964 (Rome), 1965 (Helsinki), 1966 (The Hague) and 1967 (Toronto).(1)

IFLA has always maintained close relations with Unesco. It has supported the Organization's efforts to promote the establishment of international library statistics; it has studied and commented on the latter's projects for international standardization in this field and recommended that its members should as far as possible bring their standards into line with those of Unesco.

At the meeting held in Sofia in 1963, IFLA drew attention to the urgent need to prepare international library statistics. At its session in 1964 it reverted to the matter in the following resolution:

> "Whereas, valid and reliable statistical information on the libraries of the world is essential to international and national library and educational progress, particularly in the developing countries;
>
> Whereas, validity and reliability can only be based on international standards for library statistics;
>
> Whereas, Unesco is the logical international agency to provide the leadership for developing and establishing these international standards;
>
> Therefore, be it resolved that Unesco be urged by the International Federation of Library Associations to undertake this task at the earliest possible date in collaboration with IFLA and that members of the International Federation of Library Associations encourage their national commissions for Unesco to recommend and approve that the development of international standards for library statistics be included in Unesco's programme".(2)

20. A special committee of experts appointed by Member States met at Unesco House in March 1964 in order to prepare a draft recommendation concerning the international standardization of statistics relating to book production and periodicals. In its report, the committee made the following recommendation: "In order to enlarge the usefulness of the work done by this committee and to continue the efforts of statistical standardization in a closely related area within the competence of Unesco, this committee recommends that the Secretariat study the possibility of standardizing library statistics and their co-ordination with statistics relating to book production and periodicals".(3)

21. In October 1964, at the General Assembly of the International Organization for Standardization held in Budapest, Technical Committee 46 (ISO/TC/46) adopted a resolution providing that it would "establish a working group to co-operate with IFLA in completing during 1965-1966 the draft standard for library statistics... with the intention of presenting it as a working paper to Unesco in 1966".

This working group consisting of members of IFLA and of ISO/TC/46 met at The Hague (Netherlands) in May 1966, with a view to preparing a draft for an international programme in library statistics which could later be used by Unesco as a basis for the elaboration of international standards in this sector of statistics. It drew up a draft questionnaire based on the Unesco questionnaire concerning libraries which had been circulated in 1964, on a draft terminological glossary for libraries, prepared by the American Library Association, and on a short list of terms and definitions in the same field prepared by IFLA at its 1965 session. The working group's report(4) was submitted to IFLA's member associations for their comments, and presented to the IFLA Statistics Committee at its session in September 1966, when it was approved with slight amendments. On the basis of this draft, Unesco prepared another questionnaire, which was circulated to Member States at the beginning of 1967 with a view to assembling data on libraries in 1966. The IFLA-ISO/TC/46 group met again in October 1967 in Paris and proposed a number of amendments to the draft prepared at its meeting at The Hague.(5)

---

(1) International Federation of Library Associations, Proceedings of the Council, 13th, 14th, 16th, 17th, 18th, 19th, 20th, 21st, 27th, 29th, 30th, 31st, 32nd and 33rd sessions.
(2) International Federation of Library Associations, Proceedings of the Council, 30th session.
(3) Unesco, Draft Recommendation concerning the International Standardization of Statistics relating to Book Production and Periodicals (13 C/PRG/11, 26 June 1964).
(4) ISO-IFLA, Conference on Library Statistics, 2-7 May 1966.
(5) The international standardization of library statistics. A progress report. La normalisation internationale des statistiques relatives aux bibliothèques. Etat des travaux. London, IFLA, ISO, 1968, 216 p.

22. At its fourteenth session, the General Conference authorized the Director-General to prepare, in 1967, "a preliminary study on the international standardization of library statistics... with a view to preparing an international recommendation in this field to be adopted by the General Conference at its sixteenth session" (document 14 C/5 Approved, paragraph 1797).

As already mentioned in the Introduction to the present report, this preliminary report was drawn up, then submitted to the Executive Board and finally to the General Conference, which decided at its fifteenth session, that the international instrument concerning such standardization should take the form of a recommendation to Member States.

III. PURPOSE AND POSSIBLE SCOPE OF THE RECOMMENDATION

23. Libraries owe their importance not only to the part they have always played in cultural development, but also to the constantly growing need in the world today - and one which will go on increasing in the future - to promote information and life-long integrated education.

Information is a deciding factor in determining and promoting scientific, technical, economic and social progress. It concerns society as a whole and not simply a particular category of citizens; it is as necessary for the developing countries as it is for the others, and it is essential to any kind of planning. That its effectiveness depends on a well-organized system of documentation is undeniable. All this goes to show the decisive influence of special libraries and, it must not be forgotten, of public libraries, since information is as necessary for the public at large as it is for specialists.

Libraries have always been regarded as an auxiliary to education, but education should no longer be limited to children and adolescents; it should be also available to adults, to whom it can offer the possibility of social advancement and of adaptation to a swiftly changing world. It is essential, therefore, to have a policy of life-long integrated education. Although new teaching methods are required and some have already been applied, reading is still of primary importance and calls for a compact and co-ordinated system of libraries giving the public free access to books, periodicals and all other necessary materials, particularly those of an audio-visual nature.

24. It would seem necessary, therefore, to take a census of existing libraries of all kinds and to evaluate the part they play at regular intervals, in order to develop and adapt them to the needs of those who do or should use them.

An evaluation is useful at various levels:

at the territorial level (local, regional, national, international), in order to improve the administration of municipal, regional or State libraries;

at the institutional level - evaluation here should be by category of library - in order to define a policy for each of these categories and then a general policy for libraries as a whole;

at the level of certain permanent or occasional activities in which libraries already fulfil a rôle or are required to do so, e.g. action to promote adult education or even the campaign against illiteracy.

Such an evaluation is just as essential at the level of individual libraries, where the person in charge must ascertain whether his establishment is progressing, retrogressing or marking time, and be able to draw comparisons with libraries of the same category and size both at home and abroad.

25. Statistics are the main aspect of this evaluation. They are a source of information and a means of checking numerically rough statements such as "the number of readers is greater than last year"; they make it possible to compare figures over distances for different libraries of the same category and also provide a basis for planning by making it possible to forecast the resources needed to bring about library improvements.

26. The purpose of the proposed recommendation will be to standardize definitions, classifications and arrangement of statistical data in order to ensure international comparability of statistics relating to libraries.

The data obtained by Unesco reveal a good deal of diversity in the definitions and classifications adopted by national statistical services in this field. This is hardly surprising, since national methods have been worked out in the light of the needs and possibilities of each particular country. Certain national statistics are, of course, very comprehensive from the point of view of the number of factors for which figures have been collected and tabulated in this field, whereas elsewhere very little information is available. No particular national statistical system has served as a model for the preparation of the definitions, classifications and tabulations given in the preliminary draft resolution annexed to this report, but features common to most of the different national methodologies have been taken into consideration with a view to establishing an international system of library statistics. It should be emphasized here that the standardization proposed is no more than a minimum programme.

27. Needless to say, such standardization would not mean that Member States would be expected to discard all their present statistical methods, which might be against their national interests, but they could adapt them to Unesco's standards, so that their own needs would be met and, at the same time, library data would be internationally comparable. It is, moreover, quite natural that library statistics, like all other statistics, should be more detailed and collected more often at the local, regional and national levels, than at the international level. The sole object of the proposed standardization is to guide and assist Member States' competent authorities in the preparation of their reports on library statistics for international purposes. It aims at encouraging Member States to improve their statistics and will be particularly useful for the still large number of States which have not yet developed their library statistics, or have not yet assembled them.

Although these principles and standards have not so far been embodied in an international instrument, they have already been used as a pattern for national statistics. For instance, since the Secretariat began its work on standardization, several countries have discarded some of their definitions or classifications and adopted those suggested by Unesco for international use. Other countries have decided to bring their standards into line with those proposed by Unesco, and have done so without sacrificing their originality. The differences which still existed between national library statistics towards 1950 have thus gradually diminished. The adaptation of national statistics will obviously require a certain effort on the part of the responsible authorities. But Unesco's experience over the last twenty years has proved that international standardization is not only desirable, but also feasible, for it is supported by the majority of countries, while librarians, who are the persons primarily interested in the matter, have been pressing for it for a long time.

28. It is to be noted, however, that the competent authorities should not limit their action to the standardization of statistics; in some cases it will be necessary, as a preliminary measure, to standardize library administration methods themselves, otherwise certain data will not be able to be provided.

29. The primary purpose of library statistics is to ascertain the number of existing libraries; this census can be carried out only on the basis of an internationally accepted definition of a "library", particularly as the definitions used in the various countries differ considerably. In some national statistics, for instance, a library service attached to a university and comprising several units - a central library, university department and faculty libraries - is counted as a single entity, whereas in others each unit is counted separately. The same applies to public libraries, in respect of which "branches", "annexes", "loan centres", "reading-rooms", etc. are sometimes regarded as separate units, and sometimes as part of the central library.

For statistical purposes, therefore, the definition of a library should state the conditions that an establishment which has a collection of books and/or periodicals and other reading or audio-visual materials must fulfil if it is to be regarded as a library, and therefore as a statistical unit.

The definition proposed in the preliminary draft recommendation will probably have to be applied flexibly, at least as regards certain types of libraries and, in some cases, subject to certain reservations, for it has been found that, in some countries, libraries are not counted in the statistics unless they have a certain number of volumes. Moreover, in the case of small public libraries and small school libraries, the question arises as to whether it would not be unrealistic for the definition to stipulate that the library must be staffed by people "able to provide and interpret such materials as are required to meet the informational, research, educational or recreational needs of its users".

The definition proposed by Unesco in the questionnaire distributed in 1967 has, however, been retained in the present preliminary draft recommendation as a basis for discussion. Libraries are

counted both by "administrative units" and "service points". A new distinction has been introduced in regard to administrative units of public libraries: it relates to the size of holdings and should enable a better evaluation to be made of the totals reported by the various countries. A similar distinction could possibly be applied to other categories of libraries, but utilizing other criteria for determining the size of collections.

Mobile libraries, which Unesco regards as "service points" provided that they serve the public directly, and which are classified according to their primary function either as public or as school libraries, might possibly constitute a separate category in view of their special nature and significance in certain countries. This possibility has not, however, been included in the preliminary draft recommendation.

30. The classification of libraries does not seem to raise any great problems. Unesco's first project for standardization in this field, which was prepared in 1952, listed five categories of libraries - national, university, school, special and public (popular) libraries. These categories were clearly delimited, and nearly all countries have abided by them. All library statistics published by Unesco have been set out in accordance with this classification.

A new category, "other major libraries", between national and university libraries, was introduced in the 1967 questionnaire. It also introduced sub-categories within university, special and public libraries. These distinctions have been taken up again in the present preliminary draft recommendation.

A decision will have to be taken as regards the category for the classification of libraries of institutions of higher institutions which do not form part of a university, although they are of university standard. The ISO/TC/46-IFLA working group was in favour of classifying them with university libraries, but as a separate sub-category.

The same group proposed that in the case of both publicly supported and privately run public libraries, a distinction should be made between libraries serving the public as a whole and those catering for certain sections of the public, such as children, members of the armed forces, hospital patients, prisoners, workers and employees. However, this distinction is not pronounced enough to be important and it does not seem possible, in any case, at the present time to differentiate at the international level between sections of the public. This distinction has not, therefore, been retained in the preliminary draft recommendation.

31. The standardization of the methods to be used in determining the size of collections is still a matter for research. Library collections consist not only of books and periodicals, but also of manuscripts, geographical maps, prints, photographs, films, microfilms, etc. Different criteria are used, according to the country, to determine the size of collections: in some cases, titles are counted; in others, volumes or the length of occupied shelves. The number of volumes is usually greater than the number of titles or bibliographical units, since some works comprise several volumes, and libraries sometimes possess several copies of the same edition. Conversely, several booklets or periodicals, geographical maps, prints, musical scores, etc., may respectively be grouped and bound together under the same title, or kept separately. Methods of conserving the same type of materials vary not only from one country to another, but often from one library to another within a particular country. For reasons of expediency, the ISO/TC/46-IFLA working group considered that the only method that would make for valid international comparability would be measurement of holdings by metres of occupied shelves, while annual additions to the collections would be counted by title (for printed materials) or accession number (manuscripts). The criticism usually levelled against this method is that it does not enable additions to the holdings to be compared with the existing stocks, nor does it show the percentage of volumes consulted on the premises or loaned for use at home.

The counting of collections by metres of occupied shelves is, however, the only way in which a fair comparison can be made. Collections must obviously be measured by the metre, and not by dividing the number of volumes counted by 33, 35 or 42 (average number of volumes per metre) as some countries have done in their replies to a recent Unesco survey.

The Unesco definition provides that books on loan shall also be counted in the number of metres of occupied shelves. They will first of all be counted individually and then, by conversion, in metres. There is no reason why all the collections should not be counted both in metres and in volumes, although in the case of a large collection this mode of calculation will take a considerable time, for it

must be done directly on the shelves since it is generally difficult to do it on the basis of inventories, especially when the collections are very old. Counting in volumes should cover all volumes, including volumes of periodicals. An isolated pamphlet is counted as a volume; a set of pamphlets, bound or kept in a box or simply strung together, is also counted as a volume. This is admittedly extremely arbitrary and counting methods vary from country to country.

Manuscripts can also be counted in boxes and volumes (whether the volume corresponds to a single bibliographical unit or several units). Here again, practice varies considerably.

The preliminary draft recommendation covers only printed materials and manuscripts; the ISO/TC/46-IFLA working group proposal that collections of microcopies should also be included, namely,

(i) microfilms counted by rolls; and

(ii) other microcopies counted individually

has not been adopted.

At all events, at the national level other categories of materials must be taken into account and should be counted as follows: musical works as printed materials; maps, prints and photographs in sheets; coins and medals, gramophone records, tape recordings, and microfiches, individually; and films in rolls.

32. The Unesco questionnaire distributed in 1967 contained only two items relating to library activity: the annual number of visits to the libraries and the number of registered borrowers. It was considered that the number of visits to school and special libraries should not be counted, neither were numbers of registered borrowers required in the case of special libraries. It was explained in the proposed definition that a visit signified "each time a user enters the library", which obviously means that the calculations can be no more than fairly approximate.

Many libraries are not in a position to count such visits and it should be noted that, according to the definition given, if a user arrives at a library at 9 a.m. and leaves at 6 p.m. this is counted as a single "visit", whereas, if a user visits the library for an hour in the morning and an hour in the afternoon, this is counted as two "visits". Moreover, a user who visits the library but does not consult any book, a user who visits the library in order to borrow several books, and a user who actually reads in the library are each credited with a visit. The figure for visits can therefore be considered as indicating only the "comings and goings" in the library, and nothing more. This factor is, however, included in the preliminary draft recommendation under the heading "annual number of visits to libraries".

It was indicated that this figure could be calculated by sampling. The sampling should obviously be done on days and during periods of normal library activity, and that account should be taken of variations that might occur on different days of the week and during different periods of the year. It was suggested that one day per month, or one week two or three times a year might be chosen for this sampling.

The "number of registered borrowers" means the "number of registered borrowers entitled to borrow books from the library", but users may be registered and yet not have borrowed a book for years. It would be more appropriate to count only registered readers who have borrowed at least one book during the year.

The Unesco questionnaire did not request any information concerning the number of books circulated for consultation on the premises or loaned for use at home. The ISO/TC/46-IFLA working group favoured the elimination of these two headings since, in its opinion, "it is extremely difficult to count on a uniform basis for all countries and for all types of library". The working group considered, moreover, that circulation did not represent the true work-load of many libraries because some libraries allowed more books to be borrowed by a single reader at one time than did other libraries and "popular" books would be borrowed more frequently than serious ones, but might not be as important.

The number of books consulted on the premises will of course vary in inverse proportion to the number of books to which users have free access. The librarian, when specifying the number of

books circulated for use in the library, should also mention the number of books which visitors are free to consult in the reading rooms.

The number of registered borrowers is definitely more significant than the number of books lent, since, in the case of a public library, if it be compared with the number of people served by the library, the percentage of the public which borrows from that establishment can be calculated. This percentage is always below the real figure, for there is often only one borrower per family and the number of registered borrowers should be assigned a coefficient.

When the number of books borrowed is based on a real calculation and is not reached by multiplying the number of borrowers by an arbitrarily chosen figure, it is possible to determine exactly the average number of books loaned per borrower. In most countries, the activity of public libraries is measured by comparing the number of books lent and the size of the population served by the library.

For all these reasons, it has seemed worth while to reintroduce, for the purposes of international statistical data, "the number of works loaned for use at home", at least as far as public libraries are concerned.

33. Among the suggestions made by the ISO/TC/46-IFLA working group, those referring to "photocopies" and "interlibrary lending" have been adopted. These new statistics should provide a particularly good indication of the activity of certain categories of libraries.

34. The usefulness of collecting data on library expenditure at international level is questionable since absolute figures expressed in national currencies cannot be compared; the conversion of any currency into some other currency chosen as a standard - which can only be valid in the case of countries at the same level of economic development - may lead to wrong conclusions. On the other hand, these absolute figures provide a means of calculating percentages of certain categories of current expenditure (acquisition of collection materials, staff salaries, binding and repair of books, etc.) as compared with total current expenditure. These percentages would be comparable at the international level and would thus be of real value. Absolute figures relating to library expenditures could, moreover, be compared with other statistics, such as total expenditure on education (in the case of school and university libraries) or local communities (in the case of public libraries), etc.

Another difficulty may arise from the fact that the distinction between current and capital expenditures is not always drawn in the same way. Again, since libraries are often attached to another institution and have neither an independent budget nor even separate accounts, it may be difficult to isolate certain items of expenditure. This applies to expenditure on the heating of a library, when it is provided by the heating system that serves the whole of the university building in which the library is housed; or expenditure relating to library employees, when such expenditure is provided for on a wider administrative basis, for example, when the salaries of public library staff are included with those of all municipal employees.

The problems of statistics relating to the financing of library expenditures must not be underestimated. It should be noted, nevertheless, that similar problems occur in the case of international statistics on the financing of education and science, but Unesco has not, for all that, been deterred from collecting them.

35. It is most important to have statistics concerning library staff, since it is on them that the quality of library services largely depends. From the methodological standpoint, the collection of these statistics does not raise any special problem, for staff members should perhaps be classified according to their competence, but, in any case, full-time staff should be distinguished from part-time staff, which seems to be the simplest method.

The proposed definition of "trained librarian" will not eliminate all difficulties and this term will certainly be used to cover staff with varying qualifications and varying degrees of professional training, sometimes not very high. A distinction could, perhaps, be made in this category of "librarians" between those who have had a university training and those who have not.

36. If statistics are to be used as a basis for international comparisons, it is important that the data concerning libraries in the different countries should refer to the same year. National library statistics, however, are not always compiled at regular intervals. Many countries undertake periodical surveys of their libraries (every year or every two, three or five years), but all

categories of libraries are not surveyed at the same time. In many countries, these surveys are not carried out regularly or systematically. Library statistics may, of course, be collected at the international level at less frequent intervals than at the national level, but it is nevertheless necessary to fix these intervals. The two-year interval applied up to now by Unesco has been maintained in the preliminary draft recommendation, but it is unlikely that all countries will be able to keep to this periodicity for all libraries. The question also arises as to whether collection at less frequent intervals would not be acceptable. On the other hand, it did not seem advisable in the preliminary draft recommendation to recommend different intervals for the various categories of libraries.

To allow time for certain calculations, particularly those relating to current expenditures, statistics for any particular year should not be requested before the beginning of the second quarter of the following year.

Lastly, it must be borne in mind that some of the statistics for educational institutions (expenditures) relate to the calendar year, and the rest to the school or university year.

37. To render possible a more thorough analysis of the rôle, importance and activity of libraries, library statistics should include certain data taken from other statistics - for example, statistics relating to the total population of the country concerned; number of illiterates; number of school enrolments; number of university students; number of persons using different categories of libraries (university, school and public); proportion of the national budget allocated to education and scientific research, etc. These data, together with those provided by library statistics, would enable most useful international comparisons to be made; it would be possible, for example, to calculate percentages of the population served by libraries (university, school and public); percentages of borrowers as compared with the population served; number of library books per inhabitant; number of books loaned annually per inhabitant and per borrower; percentages of books loaned as compared with the total number of books in libraries; annual operational expenditure per inhabitant and per borrower, and so on.

ANNEX

PRELIMINARY DRAFT RECOMMENDATION CONCERNING THE INTERNATIONAL STANDARDIZATION OF LIBRARY STATISTICS

The General Conference of the United Nations Educational, Scientific and Cultural Organization, at its sixteenth session, held in Paris from ..... to 1970,

Considering that, by virtue of Article IV, paragraph 4 of the Constitution, it is for the Organization to draw up and adopt instruments for the international regulation of questions falling within its competence,

Considering that Article VIII of the Constitution provides that "each Member State shall report periodically to the Organization, in a manner to be determined by the General Conference, on its laws, regulations and statistics relating to educational, scientific and cultural life and institutions, and on the action taken upon the recommendations and conventions referred to in Article IV, paragraph 4",

Convinced that it is highly desirable for the national authorities responsible for collecting and communicating library statistics to be guided by certain standards in the matter of definitions, classifications and presentation, in order to improve the international comparability of such statistics,

Having before it, as item ... of the agenda of the session, proposals concerning the international standardization of library statistics,

Having decided at its fifteenth session that these proposals should be incorporated in an international instrument, to take the form of a recommendation to Member States,

Adopts the present recommendation this ..... day of 1970:

The General Conference recommends, with a view to the compilation of international statistics, that Member States apply the follow provisions concerning definitions, classifications and presentation of library statistics, by adopting measures, in the form of a national law or otherwise, to give effect, within the territories under their jurisdiction, to the standards and principles formulated in the present recommendation.

The General Conference recommends that Member States bring the present recommendation to the attention of authorities and services responsible for collecting and communicating library statistics.

The General Conference recommends that Member States forward to it, by the dates and in the form which it shall prescribe, reports concerning action taken by them upon the present recommendation.

I. SCOPE AND DEFINITIONS

Scope

1. The statistics referred to in the present recommendation should cover libraries, as defined in paragraph 2 (a) below, located in a particular country.

Definitions

2. In compiling the statistics referred to in the present recommendation, the following definitions should be used:

   (a) Library: irrespective of its title, any organized collection of printed books and periodicals or of any other reading and audio-visual materials, and the services of a staff to provide and interpret such materials as are required to meet the informational, research, educational or recreational needs of its users.

(b) (i) Administrative unit: any independent library, or a group of libraries, under a single director.

(ii) Service point: any library at which is provided in separate quarters a service for users, whether it is an independent library or is part of a larger administrative unit. Independent libraries, central libraries, branch libraries and mobile libraries are considered as service points. In the case of mobile libraries, each vehicle is counted as a service point, provided that it serves the public directly.

(c) Collection: all library materials to which users have access.

(d) Addition: all materials added to collections during a specified period, whether by purchase, donation, exchange or any other method and to which users have access.

(e) The term printed includes all the various reproduction methods, whatever their nature.

(f) Periodicals: publications constituting one issue in a continuous series under the same title, published at regular or irregular intervals, over an indefinite period, individual issues in the series being numbered consecutively or each issue being dated. Newspapers as well as publications appearing annually or less frequently are included in this definition.

(g) Title: a term used to describe a printed publication which forms a separate whole, whether issued in one or several volumes.

(h) Volume: the physical unit constituted by a printed, typed or manuscript work, whether this material consists of one, or several items, bound, kept in a box, strung together or otherwise grouped as a whole.

(i) Library visit: each time a user enters the library.

(j) Library user: a person utilizing the services of the library.

(k) Registered borrower: a person entitled to borrow books from the library for use at home.

(l) Current expenditure: all expenditure essential to the running of the library, i.e. costs relating to employees, acquisition of items, bindings and supplies, repair and replacement of furniture and equipment, and maintenance.

(i) Employees: the total amount of money spent on salaries and wages, allowances and other related costs;

(ii) Acquisitions: the cost of all items (books, periodicals and other reading and audio-visual materials) added to the library during the specified period;

(iii) Binding: the cost of binding and repair, including expenditure on pamphlet-boxes, file covers, etc. used for preserving individual library materials.

(m) Capital expenditure: expenditure incurred in the acquisition of or the addition to capital assets, i.e. building sites, new buildings and extensions, materials (including initial holdings of collections) and furniture for the new or enlarged buildings.

(n) Trained librarian: all persons who have received a general training in library methods and techniques. The training may be by formal methods or by an extended attachment in a library under supervision. The training, however, should not be confined to only one, or a few, branches of library work.

II. CLASSIFICATION OF LIBRARIES

3. Each of the libraries covered by the definition set out in paragraph 2 (a) above should be classified in one of the following six categories:

(a) National libraries: libraries which, irrespective of their title, are responsible for acquiring and conserving copies of all significant publications published in the country and functioning as a "deposit" library, either by law or under other arrangements. They will also normally perform some of the following functions: produce a national bibliography; hold and keep up to date a large and representative collection of foreign literature including books about the country; act as a national bibliographical information centre; compile union catalogues; publish the retrospective national bibliography. Libraries which may be called "national" but whose functions do not correspond to the above definition should not be put in the "national libraries" category.

(b) University libraries: those primarily serving students and teachers in universities and other institutions of higher education. They may be open to the general public as well. A distinction should be made between:

(i) university libraries proper; and

(ii) libraries of institutions of higher education not forming part of a university.

(c) Other major non-specialized libraries: non-specialized libraries of a learned character which are neither university libraries nor national libraries as defined under (a) above, though they may fulfil the functions of a national library for a specified geographical area.

(d) School libraries: those attached to all types of schools below the level of higher education and serving primarily the teachers and pupils of such schools, even though they may also be open to the general public.

(e) Special libraries: those maintained by an association, government service, parliament, research institution (excluding university institutes), learned society, professional association, museum, business firm, industrial enterprise, chamber of commerce, etc. or other organized group, the greater part of their collections being in a specific field or subject, e.g. natural sciences, social sciences, agriculture, chemistry, economics, engineering, law, history. A distinction should be made between:

(i) those libraries which have the obligation to provide materials and services to all members of the public who need them; and

(ii) those libraries whose collections and services are for the most part designed to provide for the information needs of their primary clientele, even if in some cases they serve the information needs of specialists outside the group responsible for their maintenance.

(f) Public (or popular) libraries: those which serve the population of a community or region free of charge or for a nominal fee; they may serve the general public or special categories of users such as children, members of the armed forces, hospital patients, prisoners, workers, and employees. A distinction should be made between:

(i) public libraries proper, i.e. those libraries receiving financial support, in whole or in large part, from the public authorities (municipal or regional libraries); and

(ii) libraries financed from private sources.

Public libraries considered to be "administrative units" should, in addition, be classified in one of the following three groups, according to the size of their collections:

(i) libraries with up to 50 metres of occupied shelves (or up to 2,000 volumes);

(ii) libraries with from 50 to 125 metres of occupied shelves (or from 2,001 to 5,000 volumes);

(iii) libraries with more than 125 metres of occupied shelves (or more than 5,000 volumes).

4. Each library should appear in one only of the above-mentioned categories, according to its primary function.

III. REPORTING OF STATISTICAL DATA

5. Statistics referred to in the present recommendation should be drawn up every two years and cover the latter year of the biennial period. The information given should be presented in conformity with the definitions and classifications set forth in paragraphs 2 and 3. Attention should be drawn to any differences between such definitions and classifications and those customarily used at the national level.

6. Library statistics should, unless otherwise stated, cover all the following types of data:

(a) Number of libraries:

(i) administrative units

(ii) service points

(b) Population served

(i) by public libraries, i.e. the total number of inhabitants in the districts served by the public library network;

(ii) by school libraries, i.e. the total number of pupils and teachers in primary and secondary schools provided with school library services;

(iii) by university libraries, i.e. the total number of students and teaching staff in universities and other institutions of higher education provided with university library services.

(c) Collections

Information concerning library collections should cover only printed materials and manuscripts available to users. These two types of materials should be measured in metres of occupied shelves, including an allowance for material on loan, and presented separately, i.e.:

(i) printed materials

(ii) manuscript materials, including autographs.

(d) Additions

Statistics relating to additions to collections should cover the following materials only:

(i) printed materials, including microcopies, counted by title; and

(ii) manuscript materials, including autographs, counted by the number of units catalogued.

(e) Number of titles of current periodicals: the number of titles of periodicals received by the library during the specified period.

(f) Annual number of visits to libraries

This figure may be counted by sampling. It should not include school or special libraries.

(g) Number of registered borrowers

Only registered borrowers who have borrowed at least one book during the specified period should be counted. The number of registered borrowers should not be counted in the case of special libraries.

(h) Number of works loaned for use at home

(i) printed materials: number of volumes

(ii) other materials: number of physical units

This information should be requested only in respect of public libraries.

(i) Interlibrary lending within the country

Only loans between separate administrative units should be counted.

(i) number of original materials loaned, counted by volume

(ii) number of copies supplied in lieu of original materials, counted individually.

(j) Interlibrary lending at the international level

(i) items loaned:

number of original materials loaned, counted by volume

number of copies supplied in lieu of original materials, counted individually.

(ii) items borrowed:

number of original materials borrowed, counted by volume

number of copies received in lieu of original materials, counted individually.

(k) Photocopies

Copies produced by libraries for their users, and those designed to take the place of original materials in interlibrary lending. The following should be counted:

(i) paper copies by number of sheets

(ii) microfilms by number of frames

(iii) microfiches individually

(l) Current expenditures

(i) total

(ii) employees

(iii) acquisitions

(iv) bindings

(v) other

(m) Capital expenditures

(i) total

(ii) building sites and buildings

(iii) other

(n) Library employees

(i) total number of employees

full-time

part-time

(ii) trained librarians

full-time

part-time

(o) Number of librarians who completed training during the specified period

(i) by formal methods

(ii) by an extended attachment in a library under supervision.